

Table of Contents

<u>Section</u>	<u>Page</u>
2.1 GENERAL	2-1
2.2 GUIDANCE AND REFERENCES	2-3
2.3 PROGRAMS	2-5
2.3.1 Federal Lands Highway Program (FLHP)	2-5
2.3.1.1 Public Lands Highways	2-5
2.3.1.2 Park Roads and Parkways (PR&P)	2-7
2.3.1.3 Indian Reservation Roads (IRR)	2-7
2.3.1.4 Refuge Roads (RR)	2-8
2.3.2 Other Federal Agency Transportation Systems	2-9
2.3.3 Emergency Relief Federally Owned Program (ERFO)	2-10
2.3.3.1 Program Intent	2-10
2.3.3.2 Funding Source	2-11
2.3.3.3 Administrative Procedures	2-11
2.4 PLANNING AND PROGRAM COORDINATION	2-12
2.4.1 Interagency Agreements	2-12
2.4.2 Federal/State Forest Highway Tri-Agency Agreements	2-12
2.4.3 Federal/County Forest Highway Interagency Agreements	2-12
2.4.4 Forest Highway Project Agreements	2-12
2.4.5 Miscellaneous Interagency Agreements	2-22
2.5 PLANNING STUDIES AND REPORTS	2-23
2.5.1 Park Roads and Parkways (PR&P) Studies	2-24
2.5.2 Forest Highway (FH) Studies	2-25
2.5.3 IRR Studies	2-25
2.5.4 Refuge Road Studies	2-26
2.5.5 Other Studies	2-26
2.6 PROJECT IDENTIFICATION AND ACCOUNTING	2-27
2.6.1 Project Numbering System	2-27
2.6.2 Accounting Procedures	2-30

Table of Contents

(Continued)

<u>Section</u>	<u>Page</u>
2.7 DIVISION SUPPLEMENTS.....	2-31
2.7.1 EFLHD Supplements.....	2-31
2.7.2 CFLHD Supplements.....	2-31
2.7.3 WFLHD Supplements.....	2-31

List of Exhibits

<u>Exhibit</u>		<u>Page</u>
Exhibit 2.4-A	SAMPLE COOPERATIVE AGREEMENT WITH A STATE HIGHWAY AGENCY	<u>2-13</u>
Exhibit 2.4-B	SAMPLE COOPERATIVE AGREEMENT WITH A COUNTY	<u>2-17</u>
Exhibit 2.4-C	SAMPLE COOPERATIVE AGREEMENT	<u>2-20</u>
Exhibit 2.6-A	PROJECT IDENTIFICATION NUMBERS	<u>2-28</u>
Exhibit 2.6-B	DESCRIPTIONS OF WORK	<u>2-29</u>

CHAPTER 2

PLANNING AND PROGRAMMING

2.1 GENERAL

The planning and programming process provides the designer with the projects and the funds to properly schedule a specific project for design.

Planning with respect to the Federal Lands Highway Program (FLHP) involves periodic monitoring of the transportation system to carry out the following:

- identify current and potential future transportation deficiencies by conducting transportation planning studies;
- identify functional, structural or safety deficiencies, including an assessment of the condition of pavement and bridges;
- identify the scope of a project and its respective limits; and
- develop preliminary cost estimates for various improvement alternatives for use by the owner agency to balance capital improvements, RRR projects and maintenance programs.

Programming consists of scheduling those identified highway improvements on Federal roads both within the FLHP and within the respective programs of the cooperating agencies. Funding requirements, personnel resources and the relative need for the projects are all considered when programming them in a long-range schedule.

The Federal roads associated with FLHP consist of the following:

- public lands highways (public roads within or serving Federal areas);
- the Park Roads and Parkway (PR&P) system administered by the National Park Service (NPS);
- designated Forest Highways (FH) on roads generally owned and maintained by State or local governments;
- the [Refuge Road](#) system administered by the US Fish and Wildlife Service (USFWS); and
- the Indian Reservation Roads (IRR) system administered by the Bureau of Indian Affairs (BIA).

Other roads for which the FLH Divisions provide design and construction services include forest roads administered by the US Forest Service (FS), public lands development roads administered by the Bureau of Land Management (BLM), various defense access roads off

military reservations that are under the jurisdiction of a State or local government, Virgin Islands road and bridge projects administered by the Virgin Islands Government, Washington, DC road and bridge projects administered by the District of Columbia Government and roads and bridges of other Federal agencies, cooperating foreign countries and cooperating State agencies on a reimbursement basis. In addition to the FLHP, funds may also be provided for roads owned by the National Park Service, Fish and Wildlife Service and the Bureau of Indian Affairs through other appropriations.

2.2 GUIDANCE AND REFERENCES

There are many policy references that apply to the FLHP and the associated transportation systems. (See [Chapter 1](#) for definitions.) These include the following:

1. **23 United States Code ([USC](#))**. The following Sections of Title 23 apply:
 - Section 101 — Definitions and Declarations of Policy,
 - Section 125 — Emergency Relief,
 - Section 134 — Metropolitan Planning,
 - Section 135 — Statewide Planning,
 - Section 201 — Authorizations,
 - Section 202 — Allocations,
 - Section 203 — Availability of Funds,
 - Section 204 — FLH Program,
 - Section 205 — Forest Development Roads and Trails,
 - Section 210 — Defense Access Roads, and
 - Section 214 — Public Land Development Roads and Trails.
2. **23 Code of Federal Regulations ([CFR](#))**. The following Parts of Title 23 apply:
 - Part 660, Subpart A — Forest Highways,
 - Part 660, Subpart E — Defense Access Roads,
 - Part 661 — Indian Reservation Road Bridge Program,
 - Part 668 — Emergency Relief Program,
 - Part 970 — National Park Service Management Systems,
 - Part 971 — Forest Service Management Systems,
 - Part 972 — Fish and Wildlife Service Management Systems, and
 - Part 973 — Management Systems Pertaining to the Bureau of Indian Affairs and the Indian Reservation Roads Program,
3. **25 Code of Federal Regulations ([CFR](#))**. The following Parts of Title 25 apply:
 - Part 170 — Indian Reservation Roads Program.
4. **Federal-Aid Policy Guide ([FAPG](#))**. The following Sections of the *FAPG* apply:
 - *FAPG* 23 CFR 660A — FH Administration (includes 23 CFR 660A and non-regulatory supplement),
 - *FAPG* 23 CFR 660E — Defense Access Roads (includes 23 CFR 660E and non-regulatory supplements 1-5),

- *FAPG 23 CFR 668B — Emergency Relief Program Procedures for Federal Agencies for Federal Roads (includes 23 CFR 668B),*
 - *FAPG 6090.13 — Preliminary Engineering and Construction for Other Federal Agencies,*
 - *FAPG 6090.13A — Preliminary Engineering and Construction for Other Federal Agencies, and*
 - *FAPG 6090.17 — Indian Reservation Roads.*
5. ***Federal Lands Highway Project Development and Design Manual.*** Refer to [Chapter 2](#), “Planning and Programming”.
6. **National Interagency Agreements.** The following listed agreements are base agreements covering the standard procedures for coordinating the respective programs. These agreements, associated supplemental agreements and agreements for other programs administered by FLH are accessible through the FHWA’s Electronic Centralized Agreement Library ([E-CAL](#)):
- Forest Service, effective May 11, 1981;
 - Bureau of Land Management, Feb. 26, 1982;
 - Bureau of Indian Affairs, May 24, 1983;
 - National Park Service, May 19, 1983; and
 - Fish and Wildlife Service, April 12, 1999.

2.3 PROGRAMS

The Office of Federal Lands Highway (FLHO) administers the Federal Lands Highway Program and plays a role in delivering transportation projects for several other Federal agency transportation systems and programs.

2.3.1 FEDERAL LANDS HIGHWAY PROGRAM (FLHP)

The Surface Transportation Assistance Act of 1982 established the FLHP. This allowed Federal Highway Trust Funds (HTF) to be spent on Park Roads and Parkways and Indian Reservation Roads that were previously not eligible for HTF financing. Additionally, the Forest Highways and FLH Programs that were previously financed by HTF were brought under the umbrella of the FLHP. The Refuge Roads Program was added to the FLHP in 1998 as part of the Transportation Equity Act for the 21st Century (TEA-21).

The programs that come under the FLHP legislation are Public Lands Highways, Park Roads and Parkways, Indian Reservation Roads and Refuge Roads. The Public Lands Highways Program is comprised of both the Forest Highway Program and the Public Lands Highway Discretionary Program.

2.3.1.1 Public Lands Highways

The Public Lands Highways category incorporates two subcategories: (1) Forest Highways and (2) Public Lands Highways Discretionary (PLHD). A fixed percentage of the total category funding goes to each subcategory. The following briefly describes each of these highway categories:

1. **Forest Highways (FH).** Forest highways are roads that are: (1) wholly or partly within or adjacent to and serving the National Forest System, (2) under the jurisdiction of and maintained by a public authority and (3) open to public travel. Forest highways are designated from the eligible roads by FHWA, in consultation with the FS and the appropriate State Highway Agency (SHA).

FH route designation is delegated to the FLH Division Engineer. Either the FS or the State can nominate a route, but it must adhere to the following criteria:

- The route is under the jurisdiction of a public authority and open to public travel.
- The route provides a connection between adequate and safe public roads and the resources of the National Forest System that are essential to the local, regional or national economy and/or the communities, shipping points or markets that depend upon those renewable resources.
- The route serves other local needs (e.g. schools, mail delivery, commercial supply) and access to private property within the National Forest System; serves high-volume traffic, which is generated by use of the National Forest System and its resources; or serves National Forest System-generated traffic volumes that have a substantial impact on roadway design and construction.

FH funds are allocated by formula to States having national forest lands. Since the allocations are made for each State, project costs must fit within the available funds. FH funds may be borrowed by one State from another State with unobligated monies provided that these funds are returned by the end of the current highway authorization period. Allocations are managed in the FLH Division offices, but obligation limitation is controlled at Headquarters.

Long-range transportation programs and project schedules for the FH program are developed at program meetings that are generally held annually. A meeting is held in each State that has an operating tri-agency agreement among the FHWA, FS and SHA. At these meetings, potential projects are discussed and a FH program developed. The meetings are attended by representatives of the tri-agency partnership and other interested agencies.

FH projects are selected based on the following criteria:

- The development, utilization, protection and administration of the National Forest System and its renewable resources.
- The enhancement of economic development at the local, regional and national level.
- The continuity of the transportation network serving the National Forest System and its dependent communities.
- The mobility of the users of the transportation network and the goods and services provided.
- The improvement of the transportation network for economy of operation and maintenance, and for the safety of its users.
- The protection and enhancement of the rural environment associated with the National Forest System and its renewable resources.
- The results for FHs from the pavement, bridge and safety management systems.

The objective of the program meetings is to reach agreement on a minimum five-year FH program that can be feasibly accomplished within the level of funding available and the project delivery capabilities of each agency.

2. **Public Lands Highways Discretionary (PLHD).** PLHD are those main highways through unappropriated or unreserved public land, non-taxable Indian lands or other Federal reservations, which are on the Federal-aid system.

The FHWA Office of Infrastructure and FLHO co-administer the funds for PLHD. The States submits applications for the projects, and the FHWA verifies eligibility. Once eligibility has been determined, funding is made available and the customary project development process can proceed.

2.3.1.2 Park Roads and Parkways (PR&P)

Park roads are those public roads that are located within or provide access to an area in the National Park System with title and maintenance responsibility vested in the United States. Parkways are those roads authorized by an Act of Congress on lands to which title is vested in the United States. In addition to highway bridges, eligible projects also include bridges that are primarily for pedestrian use, but with capacity to handle emergency vehicles.

The majority (i.e., 60 percent) of PR&P project funds are allocated by region based on a formula that uses system inventory (i.e., lane miles of road and surface area of bridge decks), system condition, traffic volumes and traffic crash rates. A lesser portion of funds (i.e., 40 percent) is allocated to new construction, reconstruction and realignment projects based on service wide priorities determined using the NPS Choosing by Advantages process. When funds are required for a specific project, requests must be made using the NPS Master Budget Sheet mechanism, and if approved, an allocation is issued. Generally, the allocations are very specific as to the use of the funds. For instance, the allocations will specify the amount for preliminary engineering, construction engineering and construction. Since funds are allocated to specific projects for a specific scope of work, there is no flexibility to transfer from one account to another unless the NPS approves and a new allocation is issued.

Annually, each park submits a list of improvement priorities to its regional office and a listing of regional priorities is developed. The regional priorities are then used to develop a list of Service-Wide Priorities (SWP). Each FLH Division meets periodically with appropriate NPS Regions to establish a program of projects to be funded five to ten years into the future. This program considers the SWP as well as resurfacing, restoration and rehabilitation (RRR) and other miscellaneous improvement needs within the relative priority and availability of funds. This program of projects is then submitted to NPS Headquarters for coordination and consolidation to a nationwide PR&P program that NPS Headquarters (WASO) then submits to FLHO for approval.

Routes on the PR&P system are those designated with a functional classification I, II, III, VII and VIII, based on the [Park Road Standards](#).

2.3.1.3 Indian Reservation Roads (IRR)

The Indian Reservation Roads (IRR) Program is co-administered by the Bureau of Indian Affairs (BIA) and FLHO. IRR system roads are public roads that are located within or provide access to:

- an Indian reservation or Indian trust land; or
- restricted Indian land that is not subject to fee title alienation without the approval of the Federal Government; or
- Indian or Alaska Native Villages, groups or communities in which Indians and Alaska Natives reside, whom the Secretary of the Interior has determined are eligible for services generally available to Indians under Federal laws specifically applicable to Indians.

Funds are distributed according to the Tribal Transportation Allocation Methodology as defined in 25 [CFR](#) Part 170, Indian Reservation Roads Program. A majority of the IRR program funds is distributed either to the 12 BIA regions or directly by the BIA to self-governance tribes based on a relative needs distribution factor defined in the regulation. The factor is derived from a combination of cost-to-construct, vehicle miles traveled and population. After the IRR Transportation Improvement Program (IRRTIP) is reviewed and approved by the FLHO, funds are transferred from the BIA Division of Transportation (BIADOT) to the BIA regions for those projects being administered by the BIA, by the tribes under 93-638 contracts, or directly to self-governance tribes based on an Annual Funding Agreement. Funds may be allocated to the respective Division offices for those projects for which the FLH Division has been asked to be involved.

The IRRTIP incorporates projects by region as submitted through the BIA region-wide control schedule, with input from the tribes through the tribal priority list or a Tribal Transportation Improvement Program. The IRRTIP is submitted to the BIADOT for review and concurrence. FLHO has final approval of the IRRTIP.

The BIA regional offices designate routes on the IRR system after nomination by the Tribal governing body. BIADOT does the final QA/QC of a proposed inventory route prior to its being accepted into the inventory. Up to 25 percent of a tribe's IRR Program funds may be used for maintenance.

2.3.1.4 [Refuge Roads](#) (RR)

The RR Program is co-administered by the FLHO and the USFWS. The program provides a means to pay the cost of maintenance and improvement of public roads that provide access to or within a unit of the National Wildlife Refuge System and for which title and maintenance responsibility is vested in the Federal Government.

No legislative formula was established for allocating funds. Funds are allocated according to the relative needs of the various refuges in the National Wildlife Refuge System. The formula for distributing funds between the USFWS regions is based on four attributes of a regional [Refuge Road](#) network:

- inventory,
- roadway condition,
- traffic volumes, and
- traffic crash rates.

The projects must be compatible with:

- a Comprehensive Conservation Plan for each refuge,
- needs for access as identified through land use planning, and
- impact of land use planning on existing transportation facilities.

New road construction is not permitted, except for spot traffic safety improvement work. The use of RR funds is restricted to:

- maintenance and improvement of [Refuge Roads](#);
- maintenance and improvement of adjacent vehicular parking areas, provision for pedestrians and bicycles, and construction and reconstruction of roadside rest areas including sanitary and water facilities that are located in or adjacent to wildlife refuges;
- administrative costs associated with maintenance and improvements; and
- match on Federal-aid funded projects (e.g., Interstate Maintenance, National Highway System, Surface Transportation Program, Congestion Mitigation and Air Quality Improvement).

Projects are selected by the USFWS and approved by FLHO. Annually, each refuge submits to its regional office a list of improvement priorities. Regional priorities are developed using the refuge requests. The regional directors then cooperatively develop a list of Service-Wide Priorities (SWP). Each FLH Division meets periodically with appropriate USFWS regions to establish a program of projects to be funded five to ten years into the future.

2.3.2 OTHER FEDERAL AGENCY TRANSPORTATION SYSTEMS

Other Federal agencies have jurisdiction or responsibility over transportation systems. From time-to-time, FHWA will perform work for these agencies. The following subsections describe these systems and activities:

1. **Forest Service (FS).** The FS has jurisdiction over the forest transportation system. The forest transportation system includes forest development roads which are:
 - forest roads under the jurisdiction of the FS;
 - wholly or partly within or adjacent to and serving the National Forest System; and
 - necessary for the protection, administration, use and development of FS resources.

When requested by the FS and subject to the appropriate project agreement, FLH Divisions may provide engineering services for projects on the FS system.

2. **National Park Service (NPS).** Some NPS projects on which FLH Divisions are asked to provide engineering services are funded through agency appropriations with special funding rather than through the FLHP. These include major special interest projects, cyclic maintenance projects and projects with special features. In addition, the NPS also have road programs for non-public type roads within their jurisdictional boundaries that are not open to the public (e.g., administrative, maintenance, fire control, other service roads).
3. **Bureau of Indian Affairs (BIA).** Most BIA projects on which FLH Divisions are asked to provide engineering services are funded through the FLHP. Others may be specially designated projects funded through agency appropriations or other established programs.

4. **Bureau of Land Management (BLM).** The Bureau of Land Management has jurisdiction over public lands development roads and trails that are the public roads determined by the Department of the Interior to be of primary importance for the development, protection, administration and utilization of public lands and resources.

BLM also has jurisdiction over forest access roads on and to the O&C lands (i.e., revested Oregon and California Railroad and reconveyed Coos Bay Wagon Road grant lands) in Oregon.

When requested by BLM and subject to the appropriate project agreement, FLH Divisions may provide engineering services for projects on the BLM system.

5. **Department of Defense (DOD).** Department of Defense (DOD) access roads are roads designated by DOD as important to the military because they access military reservations, defense industry sites and sources of raw materials. These roads are generally owned by State or local governments and are not within the boundaries of military reservations. Also, meeting the criteria of DOD access roads are highways and highway connections that are shut off from general public use by closures or restrictions at military reservations or defense industry sites. From time-to-time, DOD will request through the appropriate project agreement that an FLH Division provide engineering services for a specific site.

In addition to working on highways under the jurisdiction of the above Federal agencies, FLHO may provide engineering services for the improvement of highways for other Federal agencies, cooperating foreign countries, US territories and cooperating State agencies on a reimbursement basis.

2.3.3 EMERGENCY RELIEF FEDERALLY OWNED PROGRAM (ERFO)

2.3.3.1 Program Intent

The ERFO Program is intended to help pay the unusually heavy expenses associated with the repair and reconstruction of Federal roads and bridges seriously damaged by a natural disaster over a wide area or catastrophic failure. Restoration in-kind to pre-disaster conditions is expected to be the predominant type of repair. The following definitions apply:

1. **Serious Damage.** Heavy, major or unusual physical damage to the highway which severely impacts the safety, capacity or usefulness of the highway or results in road closure. Serious damage must be beyond the scope of heavy maintenance.
2. **Wide Area.** An area sufficiently large enough to encompass parts of all or several entities (e.g., counties, States, Federal agency management units (individual forests, parks, refuges, regions, districts, etc.)) and can include areas outside of the land administered by a Federal agency applying for emergency relief.
3. **Catastrophic Failure.** A catastrophic failure of a road or bridge is a failure that is sudden and complete due to an external cause. The failure must occur on a major segment or element of the road system and cause a disastrous impact that results in unusually high expenses.

4. **Disastrous Impact.** Denotes severe disruption of access to critical facilities (e.g., schools, hospitals, residences) or severe economic impact to an industry important to the local economy or elimination of access to a major portion of Federal lands.
5. **Federal Roads.** Forest highways, forest development roads and trails, park roads and trails, parkways, refuge roads and trails, public lands highways, public lands development roads and trails, and Indian reservation roads as defined under 23 [USC](#) 101(a).

2.3.3.2 Funding Source

The Highway Trust Fund is the source of Emergency Relief funds. 23 [USC](#) 125 authorizes funds for emergency and permanent repairs of Federal-aid and other Federally owned roads and bridges. Congress can also authorize additional emergency relief funds through supplemental appropriations acts.

2.3.3.3 Administrative Procedures

The administrative procedures for this program are outlined in the [Emergency Relief for Federally Owned Roads, Disaster Assistance Manual](#), FHWA-FLH-04-007, April 2004.

2.4 PLANNING AND PROGRAM COORDINATION

FLH uses a variety of mechanisms for program planning and coordination, including interagency, State, local and other miscellaneous project agreements. Additionally, there are standing agreements with several agencies, including the FS, BLM, BIA, FWS and NPS, that cover the standard procedures for coordinating the respective programs. (See [Section 2.2.](#))

2.4.1 INTERAGENCY AGREEMENTS

Whenever FLHO performs work for other agencies or other agencies perform work for FLHO, an interagency agreement is executed between the organizations. The agreement must spell out the responsibilities and the method of payment for the services rendered. This agreement may cover a continuing program or cover an individual project.

2.4.2 FEDERAL/STATE FOREST HIGHWAY TRI-AGENCY AGREEMENTS

Each State participating in the Forest Highway (FH) program is required to enter into an agreement setting forth the terms by which FH projects will be planned, programmed, designed, constructed and maintained. (See [Exhibit 2.4-A.](#)) These agreements are commonly known as tri-agency or tri-party agreements and include the appropriate FLH Division, the FS and the respective SHA.

2.4.3 FEDERAL/COUNTY FOREST HIGHWAY INTERAGENCY AGREEMENTS

Each county participating in the FH program is asked to enter into an agreement similar to the tri-agency agreements. (See [Exhibit 2.4-B.](#))

2.4.4 FOREST HIGHWAY PROJECT AGREEMENTS

Every project constructed under the FH program should have a project agreement implementing the terms of the FH tri-agency agreement. (See [Exhibit 2.4-C.](#)) However, the FH regulations require a project agreement only when the following conditions exist:

- a cooperator's funds are to be made available to FHWA for the project or any portion of the project;
- Federal funds are to be made available to a cooperator for any work;
- special circumstances exist that make a project agreement necessary for payment purposes, or to clarify any aspect of the project; and
- it is necessary to document jurisdiction and maintenance responsibility.

FOREST HIGHWAY AGREEMENT (with STATE)

Parties to Agreement: Federal Highway Administration, US Department of Transportation, hereinafter called "FHWA," and Department of Transportation, State of _____ hereinafter called the "Cooperator."

Purpose. The purpose of this Agreement is to set forth the general terms and conditions, mutually acceptable to the parties hereto, for the cooperative planning, programming, survey, design, construction and maintenance of Forest Highways in the State of _____ pursuant to the provisions of Title 23 [USC](#) 204 and Title 23 [CFR](#) 660.

The Congress has, from time-to-time, authorized and appropriated funds for highways within, adjoining or adjacent to and serving the National Forests that are of primary importance to the State, counties or communities. Recognizing that substantial benefits will accrue to the State and to the nation from the construction and maintenance of such Forest Highways, and from their integration into the State or local road system over which the Cooperator has jurisdiction, and further that the Cooperator has systems planning, maintenance, right-of-way acquisition and interdisciplinary facilities available to assist in the accomplishment of the work, it is accordingly deemed fitting and desirable to the parties hereto to express by this instrument, the general terms of their mutual cooperation in that regard with the object of achieving maximum benefits therefrom in the public interest.

It is recognized that where Forest Highway programs exist, separate Memorandums of Understanding setting forth procedures for administering the Forest Highway program are in effect between the Forest Service and the Cooperator.

Forest Highway Routes. This Agreement shall cover the Forest Highway routes, previously approved for inclusion in the Forest Highway system and approved amendments thereof. This list of such approved routes may be varied from time-to-time by mutual agreement between the Cooperator and FHWA either by adding routes thereto, or removing routes therefrom, or by altering the description of any route to give it proper identity. Each such action shall be indicated by:

1. a revised list, or
2. a revised page or pages bearing the signatures of the parties together with a showing of the effective date of the revision.

System Planning. It is recognized that Forest Highways are an integral part of the Federal-Aid System of roads in any State. Systems planning is then a function that will be performed by the Cooperator who will work with the Forest Service and FHWA on long-range planning activities of mutual concern. The Cooperator agrees that in performing these functions, the Cooperator's Action Plan approved by the FHWA will be adhered to.

Programs. Programming will be in accordance with Title 23 [USC](#) and Title 23 [CFR](#) 660 paragraph 109.

Exhibit 2.4-A SAMPLE COOPERATIVE AGREEMENT WITH A STATE HIGHWAY AGENCY

Project Agreement. A Forest Highway project agreement is to be entered into between the parties hereto whenever:

- the survey, construction, acquisition of rights-of-way or maintenance in connection with a project included in an approved Forest Highway program is to be accomplished in a different manner from that set forth in the Forest Highway Cooperative Agreement;
- Federal funds are to be made available to the Cooperator for the work; or
- cooperative funds are to be made available to FHWA for the project.

Project agreements are to be executed in duplicate, one executed copy being for the Cooperator and one for FHWA. Additional copies (conformed) will be available for the Regional Forester of the Forest Service and for offices of the Cooperator or FHWA as may be desired. Functions performed by FHWA with its own organization with 100 percent Federal funding will not require a project agreement.

Compliance With Federal-aid Procedures and Action Plans In Project Development. Where survey, design and construction are performed by the Cooperator, Federal-aid procedures and the Cooperator's approved social, economic and environmental action plan shall apply. Unless otherwise provided in the project agreement for the specified project, phases of project development are performed by FHWA from program conferences through construction, FHWA will adhere to the Nationwide Direct Federal Action Plan prepared by FHWA under the guidelines established under 23 USC Section 109(h). This Action Plan requires that a Social, Economic and Environmental (SEE) Study Team be formed to ensure that SEE effects of each project are identified in conjunction with all its objectives outlined in the FHWA Action Plan. The Cooperator agrees to assign, on a project basis, a member or members to the SEE Study Team from within the Cooperator's force. This team member shall be given authority by the Cooperator to make decisions necessary to ensure that the SEE Study Team can meet its objectives as outlined in the FHWA Action Plan. The Cooperator also agrees to furnish to the team whatever interdisciplinary capabilities their team member may request insofar as such capability is already available within the Cooperator's in-house staff. FHWA agrees that the Cooperator's SEE Study Team member has the authority to ensure that during project development the public and other agencies are given the same opportunity for input that they would have under the Cooperator's approved Action Plan.

Federal Funds. When any proposed work provided for in an approved Forest Highway program is to be performed by the Cooperator, and financed in whole or in part with Federal funds, such circumstances shall be set forth in the project agreement together with a statement of the amount of Federal funds and cooperative funds. If it appears that the project cost may exceed the estimate and additional Federal funds may be needed, no obligation shall arise against the Federal government with respect to the increased cost except by modification of the project agreement prior to incurring any commitment.

As the work progresses, or upon its completion, the Cooperator shall submit vouchers to FHWA for payment of the United States pro rata share of the cost of the work. Normal Federal-aid procedures are to be followed when submitting billings.

Cooperative Funds. If cooperative funds are provided on an advance basis, they shall be deposited in the Treasury of the United States to the credit of cooperative work, Forest Highways, Federal Highway Administration. Payments for work performed shall be made out of the funds provided by the Cooperator, and by FHWA, in equal amounts until either fund is exhausted and then from the remaining fund until the project is completed or all funds are exhausted. Any unused balance of cooperative funds will be returned to the Cooperator after completion of the project.

If FHWA is constructing the work and cooperative funds are to be made available on a reimbursement basis as the work progresses or upon its completion, FHWA shall submit to the Cooperator periodic billings, but not more often than monthly, or a final billing as the case may be, showing the total amounts expended for work accomplished and the amount owing to FHWA from the Cooperator. The amount of cooperative funds as set forth in the project agreement shall be the maximum commitment of the Cooperator to the project, unless changed by a modification of the project agreement duly executed by the parties hereto.

Exhibit 2.4-A SAMPLE COOPERATIVE AGREEMENT WITH A STATE HIGHWAY AGREEMENT (Continued)

Construction of Projects. Construction by the Cooperator of Forest Highway projects on the listed Forest Highway routes will be accomplished in accordance with the project agreement and the approved Forest Highway program. Construction shall be in compliance with plans, specifications and estimates approved for the project, and in conformity with the Forest Highway regulations. If the construction is to be accomplished by FHWA without cooperative funds, no project agreement is necessary.

The project shall be undertaken as promptly as possible after funds are made available and shall be carried to completion with all reasonable speed. Minor changes in grade, alignment, surface course or structures made necessary by unforeseen contingencies or deemed desirable by conditions developing during the progress of the work may be made by the constructing agency without the prior or separate approval of the other. It is incumbent upon the constructing agency to ensure that any such changes are not in conflict with any of the SEE considerations developed during project implementation.

All work is to be performed by contract entered into by competitive bids unless some other method is mutually deemed to be more advantageous to the public interest.

For any publicly owned equipment furnished for the work, the charge therefore, including items for depreciation and repairs, shall be in accordance with procedures established by the constructing agency.

Cost of Project. Whenever FHWA performs the work and cooperative funds are involved, FHWA shall furnish to the Cooperator a summary statement of the cost of the project. When no cooperative funds are involved, a statement of the cost of the project will be available upon request.

Rights-of-Way. Rights-of-way or other interests in property acquired by the Cooperator are to be at the Cooperator's expense unless otherwise provided in the project agreement. In the event the project agreement provides that reimbursement from Federal funds be made to the Cooperator for the cost of right-of-way, the procedure to be used and the submission of supporting papers shall follow current Federal-aid practice.

The FHWA will cooperate in the procurement of rights-of-way, over or upon Federal lands or other lands under the jurisdiction of the United States, required for any project included in an approved Forest Highway program and will furnish the Cooperator copies of survey notes, maps and other records.

Pending the execution and recording of deeds or other instruments for the rights-of-way over private lands, the Cooperator guarantees right-of-entry thereon for construction purposes.

When contract administration is performed by FHWA and the approved plans for the construction of the project provides for obtaining local material from designated quarries, gravel pits or borrow pits situated on private lands, FHWA may request the Cooperator to negotiate and enter into all necessary agreements for the right to remove such material, and enter into necessary agreements with the owner of the land for the price to be paid for material removed. Such agreements are to be made sufficiently in advance of construction to ensure they can be fully set forth in the invitation for bids.

Maintenance. Upon the completion and acceptance of Forest Highway projects constructed pursuant to an approved Forest Highway program, the Cooperator agrees to assume and continue the maintenance thereof at the Cooperator's expense. Maintenance shall include the preserving and keeping of each roadway, road structure and road facility as nearly as possible in its original condition as constructed, or as subsequently improved, to provide satisfactory and safe highway service.

**Exhibit 2.4-A SAMPLE COOPERATIVE AGREEMENT WITH A STATE HIGHWAY
AGREEMENT**
(Continued)

In the event that it is determined that conditions on a project under maintenance require extraordinary repairs, removal of unusually extensive slides or similar work outside the scope of ordinary highway maintenance, the performance thereof may be accomplished as a Forest Highway project, subject to regular Forest Highway program procedures. The cost of such work shall be eligible for payment from Federal funds, and if the work is to be performed by the Cooperator or if cooperative funds are involved, it shall be covered by a project agreement.

A Forest Highway project shall be deemed in maintenance status when:

- all construction work has been completed in accordance with the approved plans and specifications as documented by the separate approvals of FHWA and the Cooperator; and
- the clearing and disposal of refuse has been approved by the Regional Forester of the United States Forest Service.

Amendments to Forest Highway Cooperative Agreements. It is the intention that this Cooperative Agreement shall exist and continue as the formal instrument expressing the terms of the mutual cooperation entered into by the parties hereto for accomplishing the systems planning, programming, survey, design, construction and maintenance of projects on the Forest Highway routes. It is the further understanding and desire of said parties that this Cooperative Agreement shall be and is subject to modification by advance notice of 60 days from either party to the other. Otherwise, the cooperative arrangements set forth herein shall continue from the effective date hereof.

This agreement shall be effective as of the _____ day of _____, _____, and shall supersede all prior existing cooperative agreements for the same routes entered into pursuant to 23 [USC](#) 204 and 23 [CFR](#) 660 except those involving a commitment of funds or arrangement for the performance of construction work on projects underway but not yet completed and final settlement made.

_____ DEPARTMENT OF HIGHWAYS By: _____ _____ <div style="text-align: center;">(Title)</div>	DEPARTMENT OF TRANSPORTATION FEDERAL HIGHWAY ADMINISTRATION By: _____ _____ <div style="text-align: center;">(Title)</div>
--	--

**Exhibit 2.4-A SAMPLE COOPERATIVE AGREEMENT WITH A STATE HIGHWAY
AGREEMENT
(Continued)**

FOREST HIGHWAY AGREEMENT (with *COUNTY*)

Parties to Agreement. Federal Highway Administration, US Department of Transportation, hereinafter called "FHWA," and the County of _____, State of _____, hereinafter called the "County."

Purpose. The purpose of this Agreement is to set forth the general terms and conditions, mutually acceptable to the parties hereto, for the project selection, project agreements, survey, design, construction, rights-of-way acquisition and maintenance of Forest Highways in _____ County, _____, pursuant to the provisions of Title 23 [USC](#) 204 and Title 23 [CFR](#) 660 Subpart A.

Project Selection. Projects will be selected by mutual agreement of FHWA, the Forest Service (FS), and the State Highway Agency (SHA), acting on behalf of the County, in accordance with Title 23 [CFR](#) Part 660.109.

Project Agreement. In addition to this Forest Highway Agreement, a project agreement shall be entered into between FHWA and the County for each project prior to the expenditure of Federal funds. The purpose of the project agreement is to spell out the project specifics that cannot be covered in this general agreement, including project length, geometrics, rights-of-way requirements and utility relocation requirements.

The project agreement shall set forth the procedure between FHWA and the County when:

- the survey, construction, acquisition of right-of-way or maintenance in connection with a project included in an approved Forest Highway program is to be accomplished in a different manner from that set forth in this Forest Highway Agreement;
- Federal funds are to be made available to the County for the project; or
- County funds are to be made available FHWA for the project; project agreements are to be executed in triplicate, one executed copy being for the County, one for the Forest Service and one for FHWA.

Survey, Design and Construction. FHWA will administer the survey, design and construction of each Forest Highway project unless otherwise provided for in a project agreement. The location of the survey and the general design will be accomplished to the mutual satisfaction of the County, FS and FHWA. The County is encouraged to provide input in the project development phase during the action plan process.

The project will be constructed as promptly as possible after funds are made available. Minor changes in grade, alignment, surface course or structures made necessary by unforeseen contingencies or deemed desirable by conditions developing during the progress of the work may be made by FHWA without the prior or separate approval of the County. FHWA will, to the extent practicable, ensure that any such changes are not in conflict with any of the Social, Economic and Environmental (SEE) considerations developed during the action plan process.

All work will be performed by contract entered into by competitive bids unless some method is mutually deemed to be in the public interest.

No construction shall be undertaken on any Forest Highway project until plans, specifications and estimates have been concurred with by the County and FS, and approved by FHWA.

Exhibit 2.4-B SAMPLE COOPERATIVE AGREEMENT WITH A COUNTY

Compliance with Federal-aid Procedures and the Direct Federal Nationwide Action Plan in Project Development. Projects or phases of projects administered by the County will be developed in accordance with applicable Federal-aid procedures, including appropriate environmental procedures as set out in Title 23, [CFR](#). Projects or phases of projects administered by FHWA will be developed in accordance with 23 [CFR](#) Parts 660 and 771 and with the Nationwide Action Plan for the Direct Federal Program. This action plan requires that a SEE Study Team be formed for projects that require the preparation of an environmental assessment or impact statement to ensure that SEE effects of each project are identified and considered.

The County will assign a representative(s) to the SEE Study Team for each such project. The County representative(s) shall be given authority by the County to make decisions necessary to ensure that the SEE Study Team can meet its objectives as outlined in the Nationwide Direct Federal Action Plan. The County also agrees to furnish to the team whatever interdisciplinary capabilities it is able to provide within its existing staff.

Rights-of-Way and Utilities. Right-of-way or other interests in property needed for a project will be acquired by the County or their agent in the name of the County. The cost of such right-of-way or other interest in property will be at the County's expense unless otherwise provided in the project agreement. Federal-aid procedures (Title 23 [CFR](#), Part 712) shall be used for rights-of-way acquisition.

FHWA will cooperate in the procurement of rights-of-way over or upon Federal lands or other lands under the jurisdiction of the United States government that is required for any project and will furnish the County copies of survey notes, maps and other records unless otherwise provided for in a project agreement.

Pending the execution and recording of deeds or other instruments for the rights-of-way over private lands, the County shall obtain right-of-entry thereon for construction purposes. Utilities that are located within the construction limits of the proposed rights-of-way shall be relocated at the expense of the County prior to awarding the construction contract. Utilities may be accommodated on the rights-of-way when such utilities do not interfere with the free and safe flow of traffic or otherwise impair the highway or its visual quality.

Maintenance. After construction of Forest Highway projects, the County agrees to operate and maintain the highway at the County's expense. Maintenance is the preservation of the entire highway, including surface, shoulders, roadside, structures and such traffic-control devices as are necessary for its safe and efficient utilization.

During construction, the contractor shall bear all expense of maintaining traffic over the project other than during the period of winter suspension. If the facility is to remain open for public use during the winter suspension, the County agrees to provide routine maintenance, including all snow removal, as necessary.

A Forest Highway project shall be accepted by the County for operation and maintenance when all construction work has been completed in substantial conformity with the approved plans and specifications, and the project has been inspected by the County, FS and FHWA.

Exhibit 2.4-B SAMPLE COOPERATIVE AGREEMENT WITH A COUNTY
(Continued)

Amendments to Forest Highway Agreements. This Forest Highway Agreement may be modified by mutual agreement of the parties. Either party may prepare a modification by giving notification at least 60 days in advance of the proposed effective date of the modification.

This agreement shall be effective as of the _____ day of _____, and shall supersede all prior existing cooperative agreements for the same routes entered into pursuant to 23 [USC](#). Section 204 and 23 [CFR](#) Part 660, Subpart A except those involving a commitment of funds or arrangement for the performance of the construction work on projects underway but not yet completed and final settlement made.

_____ County, _____ Department of Transportation
Federal Highway Administration
_____ Federal Lands Highway Division

By: _____ By: _____

(Title) Division Engineer

By: _____

(Title)

By: _____

(Title)

Exhibit 2.4-B SAMPLE COOPERATIVE AGREEMENT WITH A COUNTY
(Continued)

US DEPARTMENT OF TRANSPORTATION
FEDERAL HIGHWAY ADMINISTRATION
CENTRAL FEDERAL LANDS HIGHWAY DIVISION

FOREST HIGHWAY PROJECT AGREEMENT

State: Colorado Forest: Flatland

County: Clark Forest Highway Route No.: FH Route 75, Glasgow to Opheim

Project No.: FH75-2(1) Project Length (km (mi)): 2.1+ (1.3+) Terrain: Mountainous

This Agreement is entered into between the undersigned parties pursuant to the provision of 23 USC 204, and the Forest Highway regulations issued thereunder jointly by the Secretary of Transportation and the Secretary of Agriculture, and in accordance with the terms of the Forest Highway Agreement dated July 14, 1988.

Project Location. The bridge over Willow Creek located about 5 miles southwest of Opheim, Colorado, on Clark County Route No. 236.

Description of Work. The replacement of Willow Creek bridge and reconstruction of the approaches.

Funding. The cost of preliminary engineering, construction engineer and physical construction will be the responsibility of the Federal Highway Administration (FHWA). The cost of rights-of-way, utility relocation and maintenance after completion of the project will be the responsibility of Clark County.

Responsibility for the Survey, Design and Construction. FHWA will administer the survey, design and construction as stipulated in the Forest Highway Agreement. Additionally, FHWA will obtain all the necessary environmental clearances, Section 404 fill permits, materials source permits and other Federal or State required permits.

Design Standards. The project will be designed in accordance with the AASHTO *Policy on Geometric Design of Highways and Streets*, 2000 edition.

Structures will be designed in accordance with the AASHTO *Standard Specifications for Highway Bridges*, 15th Edition, 1982, as supplemented.

The following general criteria will be applied for this project:

Design speed: 50 km/h (35 mph) Roadway surface: Asphalt concrete

Design volume: Less than 400 ADT Roadway width: 7.3 m (24 ft)

Design loading: MS-18 (HS-20) Bridge width: 8.5 m (28 ft)

Exhibit 2.4-C SAMPLE COOPERATIVE AGREEMENT

Rights-of-Way. Rights-of-way needed for this project will be acquired by the County or their agent in the name of the County.

FHWA will prepare rights-of-way plans and legal descriptions of the necessary property needed for the project.

Pending the execution and recording of deeds or other instruments for the rights-of-way over private lands, the County shall obtain right-of-entry thereon for construction purposes.

Utility Relocation. Utilities that are located within the construction limits of the proposed rights-of-way shall be relocated at the expense of the County prior to awarding the construction contract. Utilities may be accommodated on the rights-of-way when such utilities do not interfere with the free and safe flow of traffic or otherwise impair the highway or its visual quality.

Construction. As soon as practical after the plans are complete and as soon as funds are available, FHWA will either advertise for or negotiate with a contractor to construct the project in accordance with the *Federal Acquisition Regulations* (48 [CFR](#) 1) and the *Transportation Acquisition Regulations* (48 [CFR](#) 12). During the construction phase, FHWA will provide a project engineer to oversee and inspect the work to assure a quality product. The construction will be governed by the plans supported by the *Standard Specifications for Construction of Roads and Bridges on Federal Highway Projects* (FP 96). The project engineer is the designated FHWA contact for the County and the Forest Service during the construction phase.

Maintenance. After construction, the County shall operate and maintain the highway at the County's expense. Maintenance is the preservation of the entire highway, including surface, shoulders, roadside, structures and such traffic control devices as are necessary for its safe and efficient utilization.

During construction, the contractor shall bear all expense of maintaining traffic over the project other than during the period of winter suspension. If the facility is to remain open for public use during the winter suspension, the County shall provide routine maintenance, including all snow removal, as necessary.

Amendments to the Project Agreement. This Project Agreement may be modified by mutual agreement of the parties. This Agreement shall be effective as of the 30th day of September, 1996.

CLARK COUNTY, COLORADO

DEPARTMENT OF TRANSPORTATION
FEDERAL HIGHWAY ADMINISTRATION
CENTRAL FEDERAL LANDS HIGHWAY DIVISION

By: _____

By: _____

(Title)

By: _____

DEPARTMENT OF AGRICULTURE
FOREST SERVICES
ROCKY MOUNTAIN REGION

By: _____

By: _____

(Title)

Regional Engineer

Exhibit 2.4-C SAMPLE COOPERATIVE AGREEMENT
(Continued)

2.4.5 MISCELLANEOUS INTERAGENCY AGREEMENTS

In addition to the above agreements, the FLH Divisions use agreements with utilities, railroads, other Federal agencies, State agencies and local governments to perform specific tasks (e.g., utility removal, railroad crossing protection, signing and markings, materials testing or investigation, special project design, construction management activities).

2.5 PLANNING STUDIES AND REPORTS

Complete, concise and accurate data assists management in making informed and judicious decisions on needs, priorities and costs of projects.

FLHO and owner agencies conduct studies to assist in the transportation planning, programming and project development process; these include road and bridge inventory programs, unit-wide evaluation studies and special function studies. These studies are for identifying needs, costs and alternatives, and for establishing relative priorities for improvements.

The technical issues evaluated in route and location studies are outlined in [Chapter 4](#). Special feature studies are evaluations of specific engineering problems and are usually conducted by the appropriate engineering staff specialist. Examples of these types of studies are referenced in the individual *PDDM* chapters devoted to specific technical disciplines.

Unit-wide engineering studies are investigations, through data collection and evaluation, to identify and assess various alternative courses of action, and make pre-design recommendations to restore, resurface, rehabilitate or reconstruct roads and bridges with the most reasonable and cost-effective design. In certain cases, these studies may involve the development of alternatives for transit, operational improvements or Intelligent Transportation Systems or similar types of projects to address congestion needs. These studies can include the following:

- servicewide long-range multimodal transportation plans,
- Parkwide Road Engineering Studies (PRES),
- [Refuge Road](#) Engineering Studies,
- project planning reports,
- traffic forecasting and analysis, and
- other similar studies.

These studies discuss alternatives, identify needs, estimate costs and set priorities for implementation of a transportation improvement program.

The Bridge Inspection Program (BIP) and Road Inventory Program (RIP) consist of a periodic rating and assessment of the condition of bridges and roads for the NPS, USFWS and FS. A BIP is required for all bridges open to public traffic, and the inspection program conducted by the FLH Divisions covers all bridges and tunnels on roads under the jurisdiction of the NPS. Bridges are inspected on a two-year cycle. The inspections are used to monitor and identify structural conditions that may lead to a catastrophic failure of the bridge. The RIP covers all roads under the jurisdictions of the NPS and USFWS and is undertaken on a three-year cycle for paved roads in most Parks and Refuges. In 2004, the FLH Divisions began development of a RIP for the FS.

Unit-wide engineering studies are intended to provide direction and scope of the alternative courses of action for improvements identified in RIP/BIP or other planning processes for preparation of detailed designs.

These studies should provide important decisions for preparing long-range plans and programs and for undertaking project design or development activities. The studies are typically completed at the request of the Federal land management agency when significant road construction improvements are anticipated.

Supplemental or special feature engineering studies may also be needed for traffic engineering, traffic safety, geotechnical, pavement design and similar activities.

The types of engineering studies to be conducted are determined on a case-by-case basis and are generally requested by the Federal land management agency. The selection process should consider those studies that identify, evaluate and compare impacts of each alternative; establish design flexibility; define commitments to protect and preserve the environment; and provide long-term planning guidance.

The scope and extent of the data gathering, analysis and reporting will vary for each study. Engineering studies should be in sufficient detail to support alternative engineering solutions, estimates and schedules. A recommended alternative should be identified. These studies may incorporate extensive engineering, economic, traffic and environmental data collection and analysis to support the recommendations.

In other instances, the study may be less exhaustive and analytical depending upon the circumstances. Engineering studies will be used for budgeting and programming purposes to form the basis for initial cost estimates. In most instances, further in-depth field investigations and engineering analyses will be required during the design stages.

A diligent effort should be made to complete these types of studies at the earliest possible time to assist in developing a program of projects. Coordination is needed to ensure that decisions and tasks accomplished in the engineering studies will be compatible with the owner-agency management plans and functional classification to minimize the risk of significant changes after the studies are completed.

Unit-wide planning studies are also conducted to identify future transportation needs as a result of regional/local growth and transportation activities in the vicinity of the unit under study. The outcome of transportation planning studies is also short and long-term recommendations for improvements. Transportation planning studies provide valuable information that may be incorporated into the NPS Park General Management Plans or USFWS Refuge Comprehensive Conservation Plans as their transportation component. Transportation planning studies go beyond the scope of work for engineering studies and investigate all elements involved in shaping the future pattern of transportation activities within the unit under study (e.g., regional/local employment, land use, environmental issues, statistics relative to age, gender, income level).

All studies should be scheduled to provide proper timing of input into the various engineering activities.

2.5.1 PARK ROADS AND PARKWAYS (PR&P) STUDIES

There are a variety of studies performed under the PR&P program.

1. **Road Inventory Program (RIP).** An inventory and condition rating has been completed on all NPS roads and is now being maintained by the EFLHD. During the initial RIP, the entire paved PR&P system was photo logged and roadway data collected. Subsequent digital photo logging and data collection are during inventory update cycles. A RIP report is available for each of the National Park Service (NPS) units both in hardcopy and web-based formats.
2. **Bridge Inspection Program (BIP).** The FLHO has inventoried and rated all NPS bridges and tunnels and a biannual inspection is conducted under the national BIP. A BIP report is available for all NPS bridges and tunnels from the FLH BIP Coordinator.
3. **Parkwide Road Engineering Studies (PRES).** PRES are complete evaluations of parkwide road systems for individual park units. The studies include evaluations of the condition, safety and signing of a park's road system with a recommended program for upgrading deficiencies.

The PRES evaluations and recommendations are used by the NPS when considering the overall goals and objectives of a park's General Management Plan (GMP) relative to the park road system.
4. **Road System Evaluation Reports.** These reports are evaluations of the existing roadways conducted by the NPS. The reports make recommendations for needed maintenance or reconstruction.
5. **Safety and Traffic Crash Studies.** These NPS studies evaluate the safety aspects of a park transportation system and evaluate crash data. Safety improvements are recommended when needed.

To support these studies, NPS has developed a system-wide traffic counting program and a Service-wide Traffic Accident Reporting System (STARS). This data is collected by the NPS Denver Service Center transportation staff, and is available for input into NPS and FLH Division project planning and development.

2.5.2 FOREST HIGHWAY (FH) STUDIES

Inventories are conducted on all FH routes as directed by FLH Headquarters. The information collected includes average daily traffic, Forest Service (FS) related traffic, physical data and estimated cost of improvements. This data is maintained in various formats and varies among FLH Divisions.

2.5.3 IRR STUDIES

FLHO assists the Bureau of Indian Affairs (BIA) in the periodic, programmatic evaluation of the IRR inventory of its transportation system. FLHO also provides, on an as-requested basis, bridge inventory and inspection services.

2.5.4 REFUGE ROAD STUDIES

Inventory and condition rating information is collected on [Refuge Roads](#) by the FLH Divisions through an agreement with the USFWS. The data is updated and maintained by FLH based on a Road Inventory Program (RIP) cycle agreed upon with the USFWS.

2.5.5 OTHER STUDIES

FLHO conducts special engineering studies for other agencies as requested (e.g., the defense access roads studies). Other location and engineering studies are discussed in [Chapter 4](#).

2.6 PROJECT IDENTIFICATION AND ACCOUNTING

Formal fiscal procedures have been developed for allocating funds, establishing accounts and account numbers, recording obligations, producing project cost reports and closing out project accounts. Procedures have also been adopted for using a standardized project numbering system.

2.6.1 PROJECT NUMBERING SYSTEM

The use of a formal numbering system assists in tracking and identifying the type, location and source of funding for a particular project.

A uniform project numbering system has been adopted for projects being administered by FLH. See [Exhibit 2.6-A](#).

Source of Funding	Preferred Prefix ¹⁰	Optional Prefix	Route Number	Section or Sequence Number
Direct/Highway Trust Funded				
Park Road Parkway ¹	PRA	PR	2	6
Forest Highway	FH	FH	3	6
Indian Reservations Roads	IRR	IR	4	6
Refuge Roads	RRP	RR	4	6
Public Lands Highways ⁷	PLH	PL	4	6
Emergency Relief Federal Lands ⁸	ERFO	ER	4	6
Allocations/Transfer (Other Federal Agencies)				
National Park Service ¹	NPS		2	6
Forest Service	FS		4	6
Bureau of Indian Affairs	BIA		4	6
Fish and Wildlife Service	FWS		4	6
Bureau of Land Management ⁹	BLM		4	6
Department of Army	AAD		5	6
Department of Navy	NAD		5	6
Department of Air Force	RAD		5	6
Department of Air Force (O&M)	OMAD		5	6

Notes:

1. On park road projects, use official NPS Park Abbreviations (see Planning and Coordination Unit).
2. Use road inventory route number.
3. Use designated FH route number.
4. Use official system route number.
5. Headquarters, HFPD-8, coordinates route and section number.
6. Section and sequence numbers as agreed upon with appropriate Federal or State agency.
7. State Highway Agency may designate route number.
8. Project number may need coordination with appropriate Federal-aid Division.
9. Bureau of Land Management will generally provide the numbers.
10. Other prefixes may be warranted for special legislative requirements.

Exhibit 2.6-A PROJECT IDENTIFICATION NUMBERS

Project reports (e.g., the Advertise and Award Schedule) that contain the following information should be submitted in all uppercase letters using the following format to permit FLH-wide compilation of data:

1. **Project Number and Common Name.** For example, PRA BIBE 15(5), ROSS MAXWELL ROAD.
2. **State.** Use uppercase two-letter designation. If multiple States, list the one with the predominate work.
3. **Description.** Begin with work category (see [Exhibit 2.6-B](#) for examples), then list length or Number of Bridges if a Bridge project and, finally, list major items of work. For example, REC, 1.2 KM, GR, DR, BS, PAVE.
4. **Engineers Estimate.** Include estimated incentives.
5. **Date Planned/Actually Advertised.** Use actual date, not an estimated quarter.
6. **Set Asides.** Use an X under each category heading, SB, LS, 8a.
7. **Date Planned/Actually Awarded.** Use actual date, not an estimated quarter.
8. **Award Amount.** Include obligated incentives.
9. **Number of Bids Received.** Include only the number of responsive bids.

Description of Work	Abbreviation
Work Category	
New	NEW
Reconstruction	4R
Rehabilitation	3R
Bridge	BR
Major Items of Work	
Grading	GR
Drainage	DR
Base	BS
Graveling	GRVL
Paving	PAVE
Bituminous Surface Treatment	BST
Slide Repair	SLIDE REP
Bridge	BR

Exhibit 2.6-B DESCRIPTIONS OF WORK

2.6.2 ACCOUNTING PROCEDURES

Reserved

2.7 DIVISION SUPPLEMENTS

Reserved for Federal Lands Highway Division office use in supplementing the policy and guidelines set forth in this Chapter with appropriate Division procedures and direction.

2.7.1 EFLHD SUPPLEMENTS

Refer to the EFLH Division Supplements

2.7.2 CFLHD SUPPLEMENTS

Refer to the CFLH Division Supplements

2.7.3 WFLHD SUPPLEMENTS

Refer to the WFLH Division Supplements